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A Survey of Certified Personnel Working in the School Districts Under the Supervision and Control of the DeWitt County Educational Service Region Concerning the Consolidation of the DeWitt County Educational Service Region as Mandated in Section 3A of the Illinois School Code

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This research is a product of the graduate program in [Educational Administration](#) at Eastern Illinois University. [Find out more](#) about the program.

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Under the Supervision and Control of the DeWitt County
Educational Service Region Concerning the Consolidation
of the DeWitt County Educational Service Region as Mandated in
Section 3A of the Illinois School Code

(TITLE)

BY

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I HEREBY RECOMMEND THIS THESIS BE ACCEPTED AS FULFILLING
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CHAPTER I

INTRODUCTION

Background of the Study

Article 3-A, Educational Service Regions, of the School Code of Illinois was enacted into law by the General Assembly and approved by the Governor in 1969. Among other things, this law mandates the re-organization and consolidation of educational service regions not meeting certain minimum population requirements and instructs each regional superintendent to appoint a nonpartisan citizens committee consisting of five members to consider the advisability of such a consolidation.

Except in the case of an educational service region that has been formed from the consolidation of three or more regions, after April 1, 1977, each region in the state of Illinois must contain at least 33,000 inhabitants. All population determinations shall be based on the 1970 federal census. According to the census figures, the general population of DeWitt County is 16,975 inhabitants. In order to fulfill the requirements of the mandate, the DeWitt County Educational Service Region must merge with a contiguous Educational Service Region (s).

Purpose of the Study

The study has several major purposes. The objectives are listed below:

1. Formulate and disseminate pertinent information to the citizens committee appointed to consider the mandatory consolidation of the DeWitt County Educational Service Region.
2. Determine the appropriate relation between the educational service region and the local district; and the relationship between the educational service region and the OSPI.
3. Determine appropriate functions and services of multi-county educational service regions.
4. Determine the organizational structure best suited to carry out the functions and services as indicated by the certified personnel of DeWitt County.

Conduct of the Study

Information was derived primarily from (1) a review of the related literature, (2) materials provided by various intermediate offices, project centers and state agencies, (3) personal observations gained from visitations to operating intermediate units, and (4) by surveying the certified personnel of DeWitt County, Illinois.

Overview

In conducting this study, two facets were considered. The report is organized within the framework of these two facets.

The initial undertaking will focus upon the following:

1. The role of the intermediate office as it existed under the supervision of the County Superintendent of Schools.

2. An examination of what fourteen states (Michigan, Iowa, Nebraska, Oregon, Wisconsin, Colorado, Pennsylvania, Texas, Washington, New York, New Jersey, Ohio, California and Illinois) have done in forming intermediate offices.
3. Case studies of Educational Service Region prototypes representing different types of organization, rural and urban settings and services offered to school districts.
4. An annotation of Article 3-A of the Illinois School Code.
5. The consolidation of educational service regions to date in the state of Illinois.

The second facet of the project contains a survey of all certified personnel working in school districts under the supervision and control of the DeWitt County Educational Service Region regarding the following questions:

1. How should the educational service region be organized to meet the mandate ?
2. How should it be governed ?
3. How should it be financed ?
4. What services should it provide ?

At the conclusion of this project, we believe the historical development of the intermediate office and survey of educators will provide the citizens committee with pertinent information and insight into ramifications of regionalism and serve as a resource during the period of decision-making.

Definition of Terms

Educational Service Region. The middle echelon of the state system of schools operating between local school districts and the state department. This definition makes no differentiation between the county unit or the intermediate unit.

Citizens Committee. A nonpartisan committee consisting of five members appointed by the regional superintendent of each county for the purpose of considering the advisability of consolidation.

CHAPTER II

EVOLUTION OF THE INTERMEDIATE UNIT

Historical Background

Intermediate units, as traditionally constituted, are creatures of another age. They, or their predecessors, the office of the county superintendent of schools were created to assist state educational officials in operating a system of schools primarily concerned with elementary instruction.

In one respect, the intermediate school district superintendency has its roots in the creation of county government. When states were first organized, the county was established as a local unit of government somewhat after the system developed in England. In America, as in England, the county as a unit of government was further subdivided, the common division being the township.

The county was regarded as the most suitable geographical and legal territory for the general administration of public education and other functions of government. County school offices were conceived as suitable administrative units for assisting the state education office. The county superintendent

thus became an intermediary in the administration of schools between the state department of education and the local community or neighborhood school district.

To fully comprehend the early development of the county or intermediate unit, it is necessary to understand something of the early state laws regarding public education. These statutes were mainly permissive in nature and allowed groups of people the privilege of forming local school districts and levying taxes to support them. The state's responsibility was usually perceived as limited to the encouragement of schools. This permissive attitude, combined with an almost overwhelming desire to keep administration close to the people, resulted in the development of thousands of small school districts. Under such conditions, most states very early established the position of state superintendent or chief state school officer. His major responsibility was guiding, supervising and regulating local districts. Inadequate transportation and communication, coupled with the multitude of small districts, made the state school officer's task difficult.

A need for a professional school officer with a familiarity with local conditions was apparent. Particularly acute was the demand for an agency and a regional educational official to oversee the very small districts and to enforce state regulations. It was logical that the existing county lines were followed in the structuring of such an agency and this was done in many states. The township, however, was the first intermediate organization in some Midwestern states, notably Michigan and Indiana.

The organization of the intermediate agency was frequently resisted as an unwanted intrusion by the state. In other instances, the intermediate unit was seen as a protector of local control against the centralization of authority. Despite these reactions, the intermediate administrative unit was established in many states, by state action, as a political subdivision organized to assist in carrying out the state's educational function.

The first county superintendent's office was created in Delaware in 1829. Other states followed in relatively rapid succession, and by 1879 only four of the Union's 38 states had not established the office. Delaware, the first to enact legislation creating the county superintendency, later abandoned the office to operate its school system from the state central office. Several states, including Mississippi, California, Idaho, Texas and Arizona, provided for the office of county superintendent of schools, abolished it, only to reinstate it later. Thus, by 1879, 34 states had established the county superintendency, while four states - Maine, New Hampshire, New York and Vermont - substituted a supervisory district or union for the county unit. Connecticut, Massachusetts, Rhode Island, Hawaii and Alaska are the only states that have never created the office of county superintendent.

The county educational agency and the broader area intermediate unit evolved in various ways throughout the country. Although there are many developmental similarities between the two, identical basic patterns are difficult to identify. Each state's needs differed, and definite guidelines were

not available when the organizational decisions were made in the Nineteenth Century. At the time, educational administration was in its infancy; legislators developed organizational structures that seemed to be most practical for their particular time in history.

Summary

1. During its early development, the intermediate unit was seen primarily as an extension of the arm of the state.
2. There has been a gradual transfer of intermediate agency responsibilities from a lay board to a professional or at least a semiprofessional chief administrative officer.
3. Progress has been slow in expanding the role of the intermediate unit, because people naturally resist what are perceived as encroachments upon local control of education.
4. The intermediate unit has gradually come to be viewed by many individuals as an agency to provide small local school districts with services which they cannot ordinarily provide for themselves.

Intermediate units are changing, although very slowly, and have gradually evolved from regulatory and supervisory agencies to a posture of services and programs. The limited one-county concept of the intermediate unit is rooted deeply in America's educational traditions. Therefore, it is natural that changes in this basic concept should evolve in an extremely slow and sometimes difficult manner.

Many change factors have affected the intermediate office. Reorganization of school districts into larger administrative units, consolidation of schools into larger attendance centers, more and better technological equipment, and improved communications have done much to alter the role of the intermediate

unit. A distinctive change in public aspirations for education has also been an important contributing factor. Urbanization and major social and economic changes may also be included.

The extensive reorganization and consolidation of local school districts has had a tremendous impact on the intermediate units. The county superintendent's primary concern was with rural life and small rural schools, and his function was somewhat unique in that he had the general oversight of many small and dispersed schools. Because public education was neither universal nor very broad in scope, its administration was relatively simple. Time has, however, changed this situation. American public education became both universal and broad, and the one-room rural school gradually vanished.

The intermediate district superintendent and his staff formerly had a responsibility to provide leadership and service to a multitude of small districts. In most cases, they suddenly found themselves dealing with a relatively small number of larger and more efficiently organized basic administrative units. Some of the services previously provided at the intermediate level could now be performed by the local district, thus bringing about an upward evolution of the intermediate unit which had to adopt new methods to function in the role for which it was originally created.

Descriptive Study of the Intermediate Office

In this section of the report, a general description of intermediate unit structures, administration, operations and services in various areas of the United States are presented.

Michigan

In many ways, the intermediate districts in Michigan are typical of such organizations in most other states. They are governed by lay boards of education which hire the intermediate superintendent and other key staff, set their salaries, draw up each year's budget, plan service programs and see that they are carried out. Members of unit boards are nominated by petition and elected by local district boards. Units are eligible for state aid and can contract with local schools on a reimbursable basis.

But Michigan's units also have additional powers which place them among the most independent and autonomous intermediate agencies in the nation. Under current state law, they can levy taxes for vocational and special education, issue bonds for capital spending and buy property or put up buildings -- all privileges which few intermediate systems possess. Michigan law guarantees local school districts a role in the units' operations. Intermediate units must submit their budgets to local boards for approval; local school administrators customarily help units select and plan services; and no district can be forced to take a service it doesn't want.

Michigan has been moving toward the intermediate unit concept since

1949, when laws were first passed permitting establishment of regional boards of education. In 1962, the movement accelerated when the legislature required counties with less than 5,000 pupils to consolidate and form intermediate districts. By 1971, 59 intermediate districts had been formed, some of them involving mergers of two or more counties. Although many single county intermediate districts still exist, they have had no ties with other segments of county government since 1964. It will take still more multicounty consolidations before intermediate districts reach their full potential for service there. Most mergers so far have been in sparsely settled rural areas.

Nonetheless, some single-county intermediate districts -- particularly those in metropolitan areas -- have come up with the most comprehensive programs. Many provide special and vocational education, operate centers for diagnosis and prepare new instructional materials. They carry on educational research and testing and provide data processing services. Besides training teachers, counselors and administrators, they help cooks, bus drivers, office staff and maintenance personnel learn their jobs. Many units also serve as a central purchasing agency for food, paper stock, machinery, fuel and buses.

Iowa

While Iowa's regional units have slightly less autonomy than those in Michigan, they are still more independent than intermediate agencies in most states. Although Iowa units can tax to support their programs, they cannot float bonds for facilities or own real property. On the other hand, Iowa units

do not have to submit their budgets to participating local boards, as Michigan's must. Still, units are quite responsive to local districts, in part because the state has a strong tradition of local control and unit board members respect it.

Intermediate units have evolved gradually in Iowa through a series of laws permitting more cooperation among school districts. Cooperation has been possible on the county level since 1947, when new laws gave each county the right to elect boards of education with the power to levy taxes. After state-wide studies pointed to the need for further consolidation, the legislature gave county boards the right to hire a single superintendent to run systems in more than one county. The new law, passed in 1957, also permitted counties to sponsor joint service regions.

In 1965, however, the regional concept really took hold in Iowa when the legislature authorized formation of merged county school systems. Under the new law, counties can combine their boards of education into one cooperative (upon approval of the voters and the state board of education). The merged counties function as regional service units, much like enlarged local education agencies. Each regional board has seven members: six are elected from pre-designated political subdivisions and one is elected at large.

By 1966, the first merged county system had been formed in Iowa, and by 1971, nine regional units had taken shape. A state plan, which spells out unit boundaries, calls for eventual formation of 16 regional agencies to take in all school districts in Iowa. Boundaries of the new units generally correspond to those previously set for community college and area vocational school districts.

While the nine units in Iowa have reached various stages of program development, nearly all now provide some special education services. Many of them also offer educational media services and provide central film libraries and media consultants for schools. Some units also furnish curriculum specialists in various other subject areas and a few are moving into data processing.

Nebraska

Nebraska is another state where independent intermediate units coexist with a strong tradition of local district autonomy. The desire for local school control in the state has been so strong, in fact, that it has hindered school reorganization. In 1965, when the intermediate unit system was passed into law, only 163 of the more than 2,000 Nebraska districts had over 300 pupils, and some educators there viewed intermediate agencies as a way around this dilemma.

The Nebraska legislature came up with a plan to blanket the state with 19 intermediate units. The units would be governed by popularly elected boards (to consist of a representative from each county plus four members elected at large) with considerable independence. The board would have both the power to tax and to purchase property. Although the law kept the tax rate low (only one mill on the dollar) unit boards would be largely free to decide how to spend the money collected. Local autonomy was protected in the Nebraska plan by making it very easy for a county to pull out of its unit. Any county could refuse to take part -- and thus escape taxation -- if membership in the unit was voted down in

a referendum. And if only a very small percentage of the county's citizens objected to the unit, the issue had to be placed on the ballot.

A statewide effort to defeat the unit system was organized shortly after the legislation was passed, and petitions for withdrawal were filed in 79 of the state's 93 counties. In the final analyses, however, only 19 counties voted themselves out of their units, and over 90% of the state's population took advantage of the new service programs.

Since the intermediate units have become more firmly established in Nebraska, new laws have made county withdrawal more difficult. In addition, the number of units has been reduced -- from 19 to 17. Although funding for unit programs has remained somewhat limited due to a low tax rate and minimal state aid, many Nebraska units have been active in special education, vocational rehabilitation and instructional materials centers.

Oregon

Oregon's intermediate education units enjoy considerable independence, although local districts and the state department of education retain some control over their activities. While the units can levy taxes and launch new programs, all such moves must be approved by two-thirds of the member school districts which, taken together, enroll a majority of the pupils in the service area. If the services offered are to be financed by taxes, the state superintendent also must approve the plan. If a unit provides services to districts on a reimbursable basis, however, it needs no outside approval.

Units offer such things as instructional media, inservice training, special education and group purchasing. But since nearly all the state's 29 units operate at the county level, some lack enough pupils to develop full-scale activities. Although legislation permitting multicounty mergers has been on the books since 1965, only one merger has taken place so far. In addition, six counties in the state are outside the intermediate unit structure altogether.

Oregon did come close to adopting a true regional unit approach in 1969, when a study commission recommended that all 36 of the state's counties be grouped into 15 units. Although the plan came very close to passage, legislators could not agree on a taxing formula and the entire program was dropped at the last minute.

Wisconsin

Of all the statewide intermediate unit plans in existence, Wisconsin's probably does the most to keep the new agencies under local district control. The state's conception of what an intermediate unit should be differs from what most states are developing. The Wisconsin unit is designed not as an agency for providing services but to facilitate and coordinate the development of multi-district service programs over which it exercises little control or direction. It is a catalyst. It is conceived as organizational machinery to make regional service programs available while permitting local districts to maintain complete autonomy.

Wisconsin's weak intermediate unit system is more the result of political

necessity than design. A study conducted by the State Department of Public Education and the University of Wisconsin actually recommended a much stronger type of unit, with power to tax and with major responsibilities for leadership and service. But the proposal failed to attract the support of Wisconsin's local educators and board members, and a compromise brought the present Cooperative Educational Service Agencies (CESA) into being.

Under the compromise legislation, passed in 1964, the 19 CESAs, blanketting the whole state, were created chiefly to help local districts coordinate their own cooperative programs. Units can provide services only at the request of local districts; they have no authority to initiate programs on their own. Administrators from local districts form an advisory committee which helps unit boards make decisions.

Financially, units are almost entirely dependent on contracts with local districts for support. Their annual state subsidy chiefly covers only the cost of administering each local unit, although units now can use any money left over to obtain consultant services for member schools. Districts can refuse to participate in unit programs if they wish.

Without authority to initiate services, some agencies have had a difficult time developing active programs. Several have helped districts in their areas to organize cooperative programs under Title III, ESEA, grants.

At least one agency has an active educational television program going. In addition, four regional data processing centers are set up with the state department agreeing to supplement local school contracts to help pay for the

data processing services.

Colorado

Like Wisconsin's cooperative agencies, intermediate service agencies in Colorado depend on contracts with local districts to finance their programs. But in one respect, the Colorado system is even weaker than Wisconsin's. Colorado districts must vote the new agencies into existence if they want special services.

Whenever two or more districts are interested in setting up cooperative boards, their local school boards must pass a resolution and appoint a representative to serve on the new agency's board. The cooperative board then draws up a constitution and bylaws, to be ratified by local districts.

Despite such restrictions, however, most school districts in Colorado have opted for the intermediate unit approach. Since the enabling legislation was passed in 1965, 151 of the state's 181 districts -- including some of Colorado's large metropolitan areas -- have voted to join cooperative programs.

The units offer services such as vocational and technical education, social guidance and family involvement, preschool education, curriculum development, bilingual education, inservice training and various administrative aids.

Pennsylvania

The control of regional intermediate units in Pennsylvania, which began operation in July 1971, remains in local hands. Their unit program does contain one mandatory feature most states have left out of their plans -- limiting a district's right to reject unit services.

While no Pennsylvania district has to accept all the services its unit decides to offer, it must prove, before refusing a particular service, that it already has an adequate program in that area which meets state standards. Otherwise, if a majority of the local districts in the region agree that the service should be offered, reluctant districts must participate. And districts cannot vote themselves out of their units altogether, as they can in some states. The state plan, shaped by the State Board of Education, places every district in one of Pennsylvania's 29 units.

Despite the restrictions, however, a good deal of the authority for operating the unit does remain in the hands of local school districts. Each unit's budget is subject to approval by local boards of education, and its chief advisory council is made up of administrators from participating districts.

The unit board members are elected under an unusual formula designed to insure fair representation for each member district. They are chosen from members of local boards at an annual meeting, and local boards which represent more pupils get a larger share of the vote.

With no taxing authority of their own, Pennsylvania units rely on local districts for support, based on a per-pupil contribution, and on considerable assistance from the state. The state office, in fact, finances the units much as it did the old county offices, which were abolished before the unit plan took effect. State law guarantees the regional units shall not receive less state aid than their components would have under the old county system.

In its relationship to the state education department, Pennsylvania's

units are just what their name implies: an intermediate level between state education organizations and local district boards. The units do not inherit regulatory and record-keeping functions which the county offices performed for the state department. Instead, their chief job is providing leadership and service -- curriculum development, educational planning, inservice education, pupil personnel services and management assistance.

Texas

The new regional service centers in Texas stand somewhat closer to that state's educational agency than their counterparts in most other states. The Texas units do have elective governing boards, which plan programs and choose the unit director.

But each of the directors owes some responsibility to the Texas Education Agency (TEA) -- particularly where statewide planning is concerned. And TEA employs a special assistant commissioner to coordinate the centers' programs.

Although local districts do help pay for service programs, Texas centers depend heavily on the state agency for financing. TEA draws on a somewhat unusual source for its share of the bill. It funnels Title III, ESEA, money into the units to cover staffing and operational expenses as well as some programs. Texas units are specially protected, however, from having to carry out regulatory functions for the state department.

Originally, the Texas program was not conceived as an intermediate unit system at all. In 1965, when the state passed the first enabling legislation,

the units were envisioned as regional media centers, designed to provide films, tapes and other educational materials to areas comprising about 50,000 pupils. Only 20 of them were to service all districts in the state.

Even before the media centers could start operating, however, Texas educators decided their plan was a halfway measure. The state agency recognizing the need for long range planning, wanted detailed information on local demography, economics and social trends. It also needed an overall state strategy to coordinate federal funds coming into the state under ESEA. The intermediate units were the logical choice to do both these jobs and some additional ones as well.

As a result, the legislature passed a new law in 1967 that authorized the media centers to venture into new areas of responsibility. Besides media services, they would be providing inservice and preservice education, curriculum assistance, special education and pupil diagnostic services. They would help coordinate Title III, ESEA, projects in their regions and assist with state planning. At the same time, local district administrators would help select which services should be offered, and each district could refuse any program it didn't want.

Because the Texas centers cover such large geographical areas, their operations involve a few unusual features. First, instead of abolishing existing county offices, as most states have, Texas authorities have kept them in operation to perform chores which are outside the scope of the new service agencies.

Second, the unit's governing boards are selected by an intricate process

in which each local board nominates a representative (usually the superintendent of schools). These local board representatives form a joint committee to elect a lay board for the regional agency. The indirect election process permits representatives from widely separated districts at least to talk things over before they make final board choices.

Washington

Besides providing educational services, intermediate units in Washington State also carry out certain supervisory, regulatory and quasi-judicial functions for state-level educational organizations. These functions were inherited from county school offices which the units replaced; legislation now pending would eliminate many of them and help establish the intermediate units in Washington more clearly as service agencies. The units rely on a combination of sources for financing, including county, state and federal funds. Just over 20% of their budgets is usually contributed by local districts.

Washington made its first move toward the intermediate unit concept in 1965, when the legislature permitted local school districts to join together to form regional units. Progress was slow, however. In the next few years only six intermediate districts were set up under this provision, and only two of those took in more than one county. So in 1969, the legislature mandated formation of intermediate districts throughout the state, and the state board of education decided on 14 of them. The new units, which vary in size from one- to six-county operations, provide inservice training, prepare learning resources,

offer management assistance and handle data processing. They also coordinate development of federal programs and provide pupil personnel services.

New York

New York's Boards of Cooperative Educational Services (BOCES) are an unusual hybrid intermediate system: They are simultaneously responsible both to the State Department of Education and to the local districts they serve. Each BOCES director performs a dual role, too. He's an employee of both the state department and his local board. The state department pays part of his salary with local districts usually supplementing that amount.

The New York arrangement shows some of the financial advantages which can come from having intermediate units tied closely to a state department. The state pays half the cost of BOCES service programs -- a great help in New York, where it is unconstitutional to create new taxing authorities. At the same time, however, there is some loss of autonomy: The commissioner of education must approve each individual service program a BOCES wants to offer before state money is forthcoming.

There is virtually no legal limit on the amount of money the state can give a BOCES board, as long as the programs proposed are of sufficient quality. If one unit wants to provide 15 services and the commissioner approves, it can get state aid for all of them. If another cooperative board wants only two programs, then that is all the support they will receive.

New York's intermediate unit system has evolved gradually since 1948,

when state legislators first permitted the existence of cooperative boards. In creating the new agencies, authorities did not abolish the state's older intermediate system of supervisory districts. Instead, the new boards were superimposed on the territory the supervisory districts covered. District superintendents were given the new task of serving as board directors. At the same time, they kept their older supervisory responsibilities to the state department.

Since then, the state has gradually enlarged the area which each BOCES supervisory district covers. When the BOCES program began there were 181 supervisory districts eligible to form a BOCES. Not all did so. There are now only 48. The kinds of services provided also have changed, too, from supplying itinerant teachers and health personnel to larger, more comprehensive programs. Legally, BOCES cannot furnish any services which local districts should provide for themselves, and guidelines forbid the use of BOCES services to perpetuate inefficient school districts.

Since their inception, the BOCES have been governed by lay boards of education to maintain sensitivity to local needs. These bodies, elected by boards of participating districts, choose the unit director and help plan new programs. Services are usually initiated only when local schools express a desire for them, and each district is free to decide which BOCES programs to take part in. School districts pay for a part of all services they choose to use, and they support the total cost of any BOCES activities which are not eligible for state aid. Each member district also pays a set fee for BOCES administrative costs, regardless of which services it chooses to take part in.

New Jersey

More than any other state, New Jersey uses a regional intermediate system which binds units closely to the state department of education. Traditionally, ties between county school offices and the state department have been close in New Jersey, with county superintendents appointed by state officials. And since 1969, New Jersey educators have been experimenting with a type of regional service program which, according to its spokesmen, would involve a strong interface between local, county and state personnel.

A model for the proposed system, now operating in Glassboro, services eight counties in southern New Jersey. It is governed by a board of directors composed of representatives from many different local educational groups -- district superintendents and principals, classroom teachers, boards of education, PTAs and others. County superintendents, also on the board, serve as an indirect link with the state department. The state office played a major role in setting up the unit in 1969, and state department staff meet regularly with unit leaders for planning and other tasks.

So far, setting up the regional program has required no change in New Jersey law; the unit supported by a Title III, ESEA, grant awarded to a single participating district. However, the unit's board of directors has proposed that the Glassboro operation -- and any future units -- be transferred to state funding and reclassified as regional branches of the state department of education. The proposal is receiving serious consideration from state officials and, indeed, the commissioner's budget has included an item for support of the unit.

Not all unit operations would be funded by the state department, however, under the board of directors' proposal. To insure flexibility, they suggest, the unit should have another governing body -- a commission with the status of a local education agency which could receive and administer grants from the federal government and private foundations. The commission would include a member of the board of education of each participating county, plus representatives from other groups now on the board of directors.

The Glassboro unit, called Educational Improvement Center, currently employs a staff of 20 who help schools with training programs, curriculum development, media services, management design and information of all sorts. An important part of its job is to perform research and development necessary to create model programs which local school districts can implement.

Besides the Educational Improvement Center, New Jersey is also experimenting with another pilot cooperative endeavor -- the New Jersey Urban Schools Development Council. This cooperative has representatives of educational organizations in the state's 10 largest cities, as well as state department personnel. It concerns itself with a single problem -- urban education. New Jersey educators hope their experience with the two kinds of intermediate units, one oriented toward a single need, the other toward multiple services to one geographic area, will enable them to compare the advantages of the two approaches.

Ohio

The state of Ohio has not passed the legislation necessary to create true

regional service units, although proposals to that effect have been given serious consideration.

In Ohio, county school offices must, by law, serve all schools in the county system. In addition, they can also offer special services to independent districts and to systems in other counties on a contract basis. Fiscally, the county boards of education are dependent on the state legislators and the county commissioners. They are required to perform a number of administrative and supervisory functions for county schools, but in recent years, they have placed more and more emphasis on providing services.

Ohio has had an additional program of regional service since 1966. The state department of education has 30 regional offices that coordinate school bus operations for the transportation of children attending both public and non-public schools throughout the state.

California

In California, county intermediate school districts serve both as an extension of the state education office and as a service agency for local districts.

They are governed by elected lay boards of education and receive money from the state department and the county and from contracts with local school districts. County superintendents provide such things as special education, coordination of instructional programs, libraries, instructional aids and general supervision and fiscal assistance.

In addition, California law permits some degree of cooperation among its counties. For instance, the California constitution provides that the state legislature may permit counties to join together to choose one superintendent. County offices can combine forces for certain specific tasks. A number of counties have been working together for years in such areas as consultant and audiovisual services, data processing and instructional materials centers. California law does not allow for merged county boards of education and it would require a change in that state's constitution before multicounty educational service agencies could be adopted.

Illinois

Illinois took a tentative step toward regional cooperation in education in 1969, when the legislature decreed that county superintendents were to be renamed superintendents of educational service regions and that, by April 1, 1973, any county with fewer than 16,000 inhabitants must merge into a larger region.

By April 1, 1977, according to the law, counties with less than 33,000 inhabitants must become part of a multicounty educational service region. The 1969 law does not specify what services the new agencies should offer or how they should be financed. At this time, legislation has not been enacted to answer these primary concerns. A state plan is being considered by the Illinois Association of Educational Service Region Superintendents. A final report on this plan will be presented at the annual meeting held during the summer months.

Educational Service Region Prototypes

The two agencies described in this section are (1) representative of different types of organizational patterns; (2) a regional educational system of high quality; (3) representative of regional programs in both rural and urban settings; and (4) were subject of an "on-site" visitation by Richard Green.

The educational agencies described demonstrate that regional multi-district programs have developed in various parts of the country in a variety of circumstances and within the framework of rather diverse legal provisions.

Both agencies are an integral part of their state system of schools and both have developed from a recognition that the provision of many highly specialized educational services requires a substantial student population base.

Urban Prototype

Oakland Intermediate School District Pontiac, Michigan

The Oakland Intermediate School District is part of a three-echelon system of schools consisting of the State Department of Education, intermediate school districts, and local districts.

The Oakland Intermediate District constitutes 28 member school districts. The smallest district (1,770 pupils) is semi-rural in nature. The largest enrolls 25,000. Total enrollment of the Oakland Schools is 250,000. Private school enrollment totals 50,000 for a grand total of 300,000 students. The total population of the district is 900,000.

Under Michigan law, no school district is exempt from being a member

of an intermediate district. The intermediate district has five state law enforcement responsibilities. These are: (1) teacher licensing code; (2) the school transportation code; (3) finance accounting code; (4) the federal school lunch code; and (5) the child accounting code. The philosophy and attitude of the Oakland schools in meeting these responsibilities is not simply to meet minimum requirements, but toward excellence. Therefore, specialists employed in these five areas devote 60-75 percent of their time to staff development rather than law enforcement among the local school districts.

The policy making unit of the Oakland schools intermediate district is the Board of Education. The board consists of five members elected by participating boards of education for six-year overlapping terms. Although the board members are listed as laymen, local district school board members are eligible for election to the Oakland School Board.

The corporate nature of the Oakland School District has the following characteristics: (1) constituent boundaries; (2) no exempt territories; (3) line function of the state system; (4) five-member laymen governing board elected for six-year overlapping terms; (5) fiscal integrity; (6) fiscal independence; (7) taxing authority; (8) bonding authority; (9) receipt of state aid; (10) charges for services - mostly for data processing operations; (11) accountability to constituents; and, (12) accountability to state authority.

The operating budget of the Oakland schools is approximately 8.5 million dollars. The staff consists of 140 professional and 60 non-professionals. Thirty members of the professional staff hold the doctorate degree. The five divisions

of the Oakland schools are (1) Instruction, (2) Administration, (3) Special Education, (4) Special Projects, and (5) Vocational Education. In addition to these five divisions and their administrative heads, there are also five staff member positions: (1) administrative assistant, (2) director of public information, (3) deputy superintendent, (4) director of state and federal affairs, and (5) director of systematic studies. These staff positions have no line responsibilities. They work and act for management and do not direct work of other people in the organization. It might be of interest to note that the staff member assigned to state and federal affairs is listed in a descriptive brochure by the Oakland schools as a full-time lobbyist.

There are 10 program components in the Division of Instruction. They are (1) reading clinic, (2) testing program, (3) guidance, (4) curriculum evaluation, (5) mathematics, (6) science, (7) social studies, (8) reading, (9) clinics, and (10) English.

The Division of Administration operates the data processing center and is responsible for the law enforcement activities designated by the state to the intermediate districts. Other responsibilities include personnel, publications, financial arrangements, and ordering and maintenance of equipment and supplies.

The data processing center serves all 28 constituent districts. An advanced systems team is responsible for maintaining data processing operations and for keeping abreast of new developments in the use and development of computers. Activities of the center includes the handling of payrolls, pay checks, general ledger, accounts payable, federal reports, state reports,

student records, school census, high school scheduling, report cards, personnel records, and research applications for the constituent districts.

A uniform tax is levied by the Oakland schools for operating special education centers. There are special education programs for all types of handicapped children including classes for the physically handicapped, hospital- and homebound-students, a psychological clinic, and clinics for mentally retarded, retrainable children and speech and hearing cases.

The Special Projects Division is heavily engaged in federal educational activities such as Title I, II, and III of ESEA and NDEA. Within the division, there is housed a professional library for faculty and a graphics operation including printing and photographic hardware. This division also serves the unique position of being the place to put new programs or new things for day to day management as they develop. However, as the new programs develop and become more refined, they are moved from this division to some other division and placed in a line operating position.

The Division of Vocational Education has signed contracts with local districts for the operation of area vocational centers. Students attend these special centers on a half-day basis for vocational educational programs and attend their home high school for other educational needs. Funding is provided by a half-mill tax levied on the whole constituency. Operation of the centers is the domain of the district in which they are located. Transportation is also provided by the home districts.

The Oakland School District offices are housed in a new 3.5 million dollar

structure. It was completed in 1969 and is a well planned, most attractive structure. This structure houses a Kiba (an amphitheater-like auditorium) which will accommodate 450 teachers for such programs as live demonstration teaching, closed circuit television programs, lectures and seminars. Space is also available for future expansion.

Finally, the Oakland School District is a very visible organization. It is able to serve a wide variety of needs for several publics. The computer can do simulated analyses for state government which no other agency in the state can do. The clinics provide a real emotional attachment to the citizens at the grass-roots level because of their visible aid and assistance to handicapped children. The constituent school districts enjoy the prestige of being part of a highly acclaimed and successful intermediate school district where the goals are toward excellence and quality instead of minimum requirements and standards.

Rural Prototype

Region VI Education Service Center Huntsville, Texas

The Region VI Education Center is one of 20 such centers in Texas which started as Regional Media Centers in 1967. Under this plan, the State would provide matching funds up to \$1.00 per student in ADA for the operation of centers to develop and distribute various multi-media materials. With the advent of Title III, ESEA, the concept was expanded to include additional services. The developmental period for these centers was guided by the Texas Education Agency, the equivalent to the Office of the Superintendent of Public

Instruction in Illinois. The planning phase included determining the needs of the local districts, visiting centers already in operation, involving lay and professional study committees and, ultimately, developing a State plan. This Plan was revised in 1970 and includes the procedures and policies for the operation of Regional Education Service Centers in Texas. The plan also designates the boundaries of each region. These boundaries follow county lines except where a school district is in two or more counties, in which case it is served by the region encompassing its county of jurisdiction. Mechanics are included for reassignment if evidence of hardship or unusual circumstances is presented to support the reassignment to an adjoining region. The Regional Centers do not eliminate the office of the County Superintendent of Schools, however, the duties of this office have been diminished to the extent that many are voluntarily phasing out.

Administratively, Region VI functions under the guidelines established in the State Plan. These guidelines call for the formation of a Joint Committee composed of one representative from each of the school districts involved. The Joint Committee elects the Regional Board of Directors and acts in an advisory capacity to that Board. The Board of Directors, composed of five or seven laymen who reside in the Region, is charged with formulating policies for operating the Center, developing and approving the annual budget, coordinating evaluation activities, and selecting the executive director who, in effect, is the superintendent of the service region. He is responsible for the hiring of his attendant staff and carrying out the policies as directed by the Regional Board.

Region VI encompasses fifteen counties which cover an area of approximately 12,000 square miles, and serves a student population approximating 60,000. The types of services provided by the Center are divided into four areas: (1) Administrative Services, (2) Media Services, (3) Instructional Services, and (4) Special Education and Vocational Services.

The area of Administrative Services includes the providing of consultative and/or inservice assistance tailored to meet a need of an individual administrator or group of administrators. The need may deal with explaining new programs, state agency directives or working with an individual administrator on a purely local program. The Regional Center also assists in the coordination of planning activities and the development of long range programs for the schools in its area. An example of a coordinating activity is the establishment of a cooperative purchasing agreement for school districts in the Region. Another example is the coordination of data processing services for local school districts. The Texas Education Agency has piloted data systems in five accounting areas: pupil, personnel, financial, instructional and property. These programs are now available to the education service region. At the present, Region VI does not maintain any hardware to do data processing; instead it buys time at cost from the Region IV Center in Houston. Through this arrangement, data processing services can be provided for local districts at a minimal cost. The Center also maintains a TWX (Teletype) connection to the Special Education Prescription Program on the University of Texas computer. This system is used to furnish special education teachers information concerning materials and methods designed

to assist in teaching pupils with learning problems.

Media Services provided the original base for regional functions, consequently, it is one of the most sophisticated areas of service of the Huntsville Center. The office houses 16 mm. films, audio and video tapes, slides, filmstrips, transparencies, and many other types of multi-media materials for distribution to the schools it serves. Also included is a printing and duplication service for the reproduction of special materials. The Center has developed, in conjunction with the vocational department of the State Prison, an audio-visual repair service. This service serves a dual purpose: (1) School districts may receive an annual "tune-up" of their audio-visual equipment at a nominal cost; (2) the inmates of the prison are learning a saleable skill in preparation for re-entering society. The Center maintains certain items of equipment such as movie and slide projectors, and video and audio tape recorders which may be loaned to a school district while its equipment is being repaired or to supplement its regular inventory.

Instructional Services generally refer to those things which directly affect the classroom and the teacher. These services include inservice education workshops for teachers in such areas as new methods of instruction in all subject areas. Seminars for specific groups of students interested in a particular topic are also provided. The Center maintains a comprehensive library of curriculum guides, many of which have been developed by teachers working under grants from the Center. Another service is the operation of a lending library of professional materials which are circulated among the teachers of the Region.

Special Education Services are becoming increasingly more important at the regional level. Certain state special education reimbursement funds are earmarked for use by the Regional Centers to establish and maintain Special Education Instructional Materials Centers (SEIMC). The Huntsville Center houses a SEIMC where teachers may see and borrow special education material ranging from printed material to solid from manipulative devices. The Center has on staff three diagnosticians assigned to work with the local districts in appraising pupil abilities and prescribing special educational programs. The link with the University of Texas computer bank previously mentioned provides a unique service for special education teachers and teachers with pupils who have a learning problem. Using this system, the teacher enters a description of the learning disability on a teletype which transmits this information directly to the Special Education Prescription Program on the computer. The computer searches its files and, via the teletype, returns a print-out of methods and materials that have proven successful in teaching children with that particular disability. The system is used in conjunction with the SEIMC to provide a complete service aid to the teacher. The Center serves as a coordinating agency for the special education classes located in the local school districts. This role is expanding and it appears likely the administration of cooperative special education within the Region will ultimately become the Center's responsibility.

The area of Vocational Education is presently an emerging entity at the regional level. Region VI maintains one staff member to work as a coordinator of vocational programs and to do vocational counseling. As vocational programs

develop, the Region will function more actively in a coordinating role. Although the above areas encompass the major tasks assumed by the Regional Center, they are by no means all inclusive. Of the 15 professional staff members many are assigned full or part time to special projects or title programs administered by the Center. Included in these are federally funded drug abuse projects, driver education simulator programs and leadership training classes. In addition to developing projects for the Regional Center, the Staff assists local districts in developing programs for Titles I and III, ESEA.

Financing -- The financial base of any regional center in Texas does not rest on any one source of funding. At the same time, comparatively little state money is used to directly maintain the Centers. Approximately 53% of the funds allocated to regional centers were from Title III, ESEA, 3% from state and local funds for media, 7% under Title VI, ESEA and 3% from other sources.

The Illinois Mandate

Article 3-A, Educational Service Regions, of the School Code of Illinois (as amended by HB 1906) enacted into law by the General Assembly and approved by the Governor in 1969 is the result of a mandate by the General Assembly and the Honorable Governor, Otto Kerner, to "make a study of possible changes which will effect economies and improve the organizational structure and operation of the Office of the County Superintendent of Schools in Illinois." This article is composed of eight sections detailing the situations whereby mergers

of educational service regions may or must occur, and the procedure for effecting these mergers. No mention is made regarding the services to be offered or the financial support of the office other than the existing monies for salaries of a Regional Superintendent and an Assistant Superintendent.

The following is an annotation of the content of each of the eight articles contained in the law:

Article 3A, Educational Service Region

- | | |
|--------------|--|
| Section 3A-1 | Designates each county in the State as an Educational Service Region until other conditions or provisions prevail. |
| Section 3A-2 | Renames the County Superintendent of Schools the <u>Superintendent of an Educational Service Region or Regional Superintendent</u> ; assigns those duties previously delegated to the County Superintendent to the Regional Superintendent. |
| Section 3A-3 | <p>Describes the procedure to be followed for the voluntary consolidation of two or more Educational Service Regions.</p> <p>Details the appointment and duties of a five member citizens committee to be appointed by each regional superintendent.</p> <p>Provides a procedure to be followed by all parties involved in possible merger action, including dates, notices, and hearings.</p> |
| Section 3A-4 | <p>Mandates consolidation by April 1, 1973, of Educational Service Regions not containing 16,000 general population according to the 1970 census.</p> <p>Mandates consolidation by April 1, 1977, of Educational Service Regions not containing 33,000 general population according to the 1970 census.</p> <p>Provides for exception of population minimums when three or more Educational Service Regions merge.</p> |

Provides for the Superintendent of Public Instruction to direct the reorganization of Educational Service Regions mandated to merge, but failing to do so.

Section 3A-5 Establishes as the effective date for consolidation of regions the expiration of the term of the regional superintendent in office at the time consolidation was approved.

Section 3A-6 Establishes the procedure for the election of regional superintendents of multi-county areas.

Sets forth the minimum qualifications for seeking and holding the office of regional superintendent.

Provides for the bonding of the regional superintendent and the necessary procedures.

Details the method of filling a vacancy in the office of regional superintendent and the qualifications of a successor.

Section 3A-7 Details the sharing of costs of operation of the office of regional superintendent in multi-county regions by the counties included in the region. This provides for necessary office space and secretarial assistance.

Describes the procedures for the development and adoption of a multi-county regional budget.

Section 3A-8 Establishes the procedure for selecting the location of the office for a multi-county service region.

Consolidation of Educational Service Regions

All educational service regions under 16,000 population have consolidated in accordance with the provisions of Article 3A of the Illinois School Code. The following is a report of the consolidation of educational service regions. The approved consolidations will become operational on August 4, 1975. The general population of said regions is in parenthesis.

Henry-Stark Educational Service Regions

53,217 - 7,510 (60,727)

Completed Approved August 15, 1972

Brown-Cass-Schuyler Educational Service Regions

5,586 - 14,219 - 8,135 (27,940)

Completed Approved September 26, 1972

Clark-Coles-Cumberland-Moultrie Educational Service Regions

16,216 - 47,815 - 9,772 - 13,263 (87,066)

Completed Approved November 20, 1972

Marshall-Putnam Educational Service Regions

13,302 - 5,007 (18,309)

Completed Approved November 29, 1972

Henderson-Warren Educational Service Regions

8,541 - 21,595 (30,046)

Completed Approved December 12, 1972

Edwards-Wabash-Wayne Educational Service Regions

Completed Not Approved December 12, 1972

Morgan-Scott Educational Service Regions
36,174 - 6,096 (42,270)

Completed Approved January 12, 1973

Johnson-Massac Educational Service Regions
7,550 - 13,889 (21,439)

Completed Approved January 24, 1973

Logan-Menard Educational Service Regions
33,538 - 9,685 (43,223)

Completed Approved February 16, 1973

Clay-Jasper-Richland Educational Service Regions
14,735 - 10,741 - 16,829 (42,305)

Completed Approved March 15, 1973

Bond-Fayette Educational Service Regions
14,012 - 20,752 (34,764)

Completed Approved April 16, 1973

Alexander-Pulaski Educational Service Regions
12,015 - 8,741 (20,756)

Completed Approved April 17, 1973

Calhoun-Jersey Educational Service Regions
5,675 - 18,492 (24,167)

Completed Approved April 18, 1973

Edwards-Wabash Educational Service Regions
7,090 - 12,841 (19,931)

Completed Approved April 18, 1973

Douglas-Platt Educational Service Regions
18,997 - 15,509 (34,506)

Completed Approved May 4, 1973

Hamilton-Jefferson Educational Service Regions

8,665 - 31,446

(40,111)

Completed**Approved (Administrative Order)****Clinton-Washington Educational Service Regions**

28,315 - 13,780

(42,095)

Completed**Approved (Administrative Order)****Gallatin-Hardin-Pope-Saline Educational Service Regions**

7,418 - 4,914 - 3,857 - 25,721

(41,910)

Completed**Approved (Administrative Order)**

The last three consolidations were approved by O. S. P. I. Administrative Order on May 15, 1973.

CHAPTER III

SURVEY OF CERTIFIED PERSONNEL

Questionnaire

In May, 1974, the DeWitt County Educational Service Region distributed a questionnaire designed to solicit attitudes and opinions concerning the mandatory reorganization and consolidation of educational service regions. The group comprising the respondents to the questionnaire were all certified personnel working in the school districts under the supervision and control of the DeWitt County Educational Service Region.

The results of the questionnaire were tabulated and arranged to reflect the views of DeWitt County educators as one group, rather than categorize the expressed opinions and attitudes as individual school districts or sub-groups. The citizens committee was appointed to represent the entire county as a single unit, thus the results were tabulated with this objective in mind.

The questionnaire was designed to gather information in four broad areas: organization, governance, finance and services.

Organization

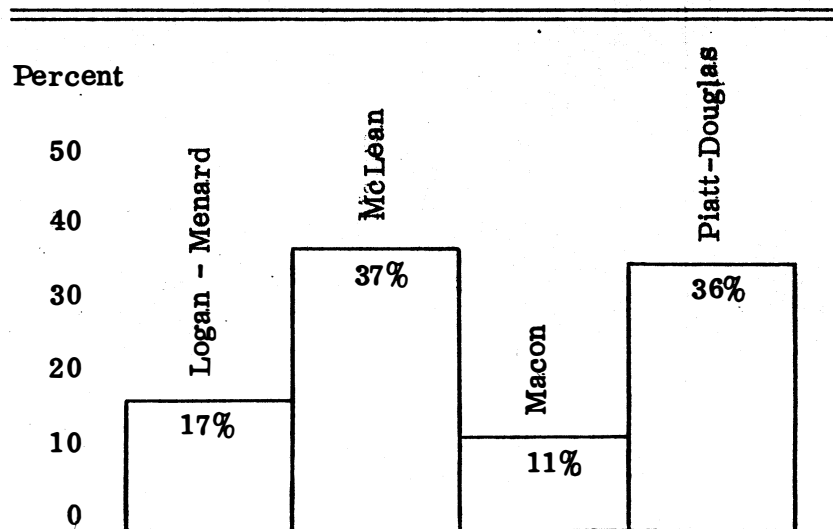
These questions dealt with the respondents opinions as to what contiguous

educational service region DeWitt County should petition to join and how the size of the region should be determined.

As figure 1 shows, the responses to question one do not provide evidence of total agreement. There was an indication that two of the four contiguous educational service regions were favored in terms of reorganization. The consolidation with the McLean County Educational Service Region was favored by thirty-seven percent of the respondents and the newly organized Piatt County-Douglas County Educational Service Region was the choice of thirty-six percent of the respondents. The newly organized Logan County-Menard County Educational Service Region received support from sixteen percent of the respondents. The Macon County Educational Service Region was supported by only eleven percent of the respondents.

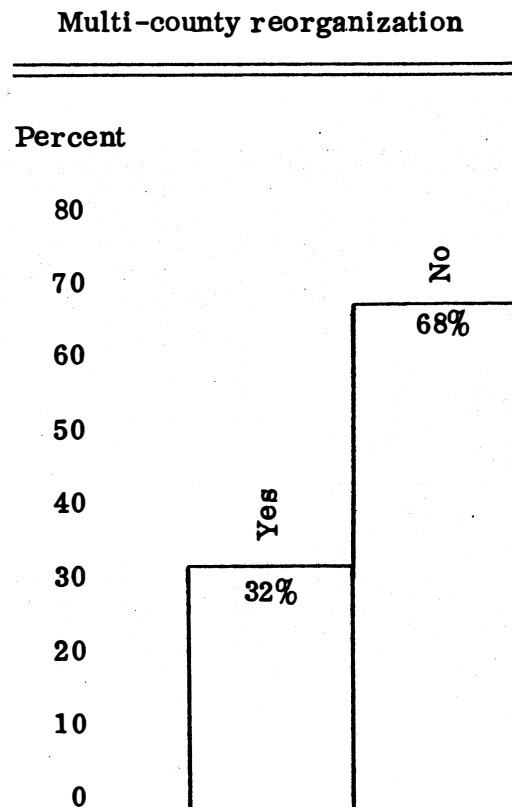
Figure 1

Choice of contiguous educational service region



Question two provides substantial evidence regarding the possible formation of a multi-county educational service region. The respondents to this question clearly indicated a desire not to reorganize on a large scale. As figure 2 shows, the responses to the question, "should the DeWitt County Citizens Committee seek to establish a region made-up of regions beyond the contiguous boundaries of DeWitt County (e.g., McLean-Woodford-Livingston-DeWitt or Macon-Logan-Menard-Piatt-DeWitt)?", were clearly negative. The negative response was given by sixty-eight percent of the respondents.

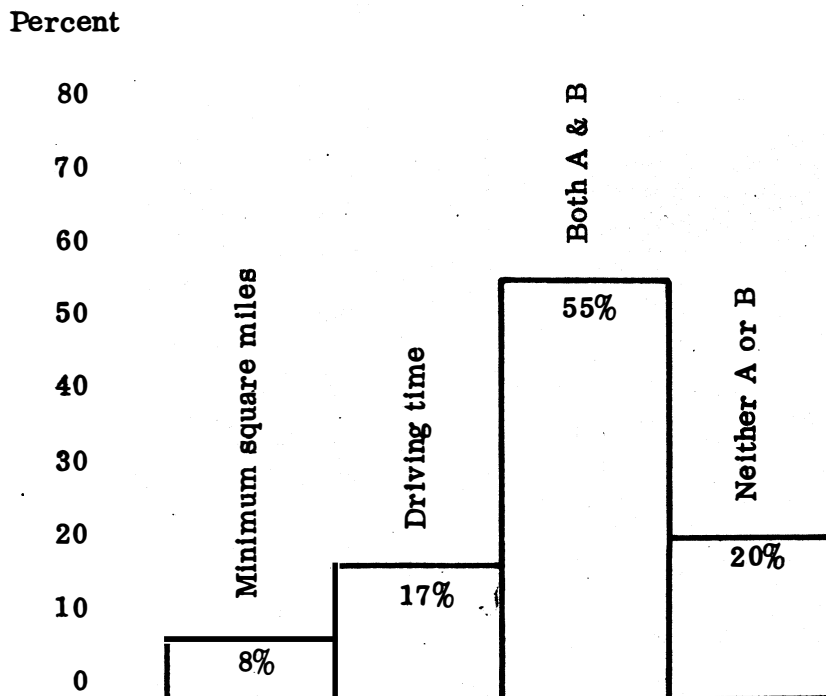
Figure 2



Question three considered square miles and driving time from a central point to the extreme edge of the region as factors for determining the size of an educational service region. As shown in figure 3, the first response, "minimum number of square miles of a geographic area", was selected by only eight percent of the respondents. The second response, "driving time from a central point to the extreme edge of the region", received support from seventeen percent of the respondents. The combination of the two factors received consideration from fifty-five percent of the respondents. The remaining twenty percent of the respondents favored neither of the two considerations.

Figure 3

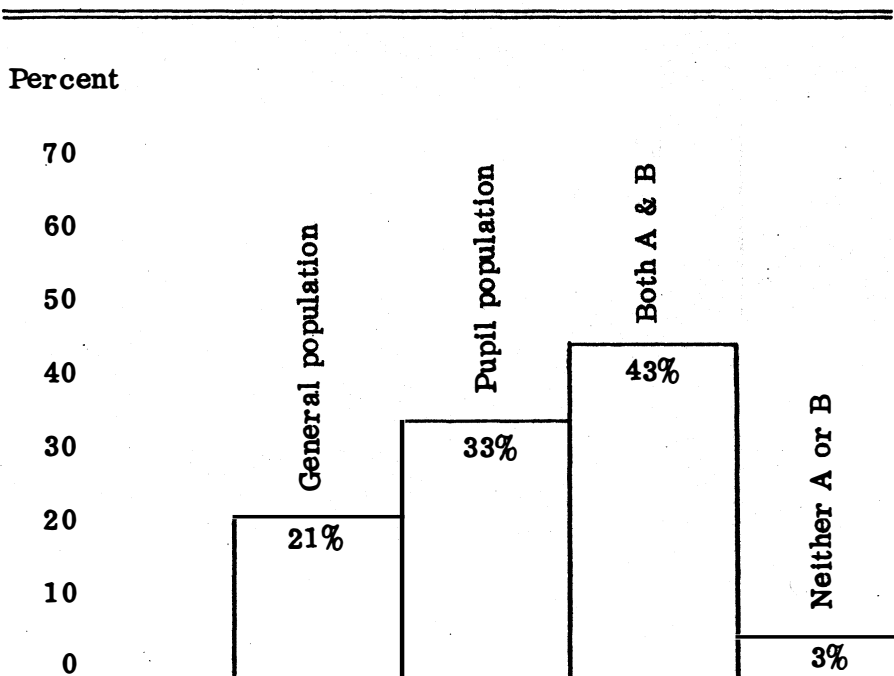
Size of region - square miles and/or driving time



In question four of this section on regional organization, the general population of the region and the student population of the region were considered as factors in determining the size of an educational service region. As figure 4 shows, the general population factor drew support from twenty-one percent of the respondents and student population factor drew thirty-three percent. The consideration of both factors in determining the size of the educational service region received support from forty-three percent of the respondents. Only three percent of the respondents indicated that neither of the population factors should be considered.

Figure 4

Size of region - general population and/or student population

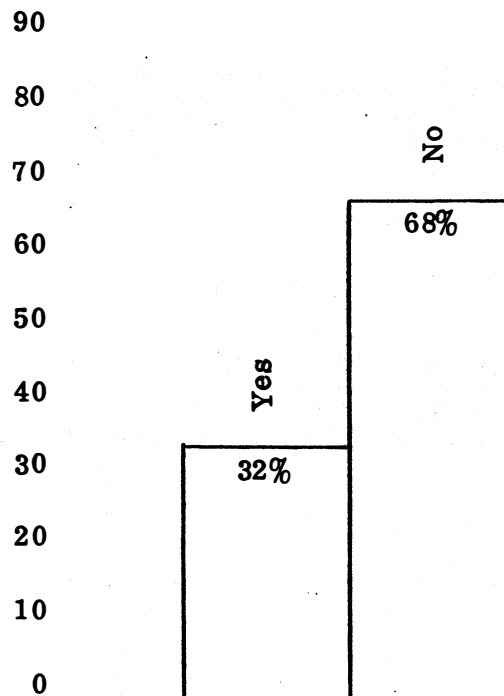


The final question of this section received a substantial indication regarding the use of a minimum student population of 25,000 as a single criteria in forming the boundaries of an educational service region. As figure 5 shows, the responses to the question, "a region should have a minimum population of 25,000 students?", were clearly negative. The negative response was supported by sixty-nine percent of the respondents.

Figure 5

Minimum student population

Percent



Administration and Governance

This section of the questionnaire dealt with the respondents' opinions as to what agency or agencies should the educational service region be responsible; with what function should the educational service region be most concerned; how the superintendent should be selected; and if there is a regional board, how should it be selected.

Question one provided a clear indication regarding the position and agency the respondents' felt the regional office owes its prime obligation. The responses indicate the educational service region should be primarily responsible to the local district. As figure 6 shows, twenty-eight percent of the respondents favored primary responsibility at the local level and fifty percent favored the local districts and the Office of the Superintendent of Public Instruction sharing the responsibility with the emphasis directed toward the local districts. Less than five percent of the respondents felt the primary responsibility should fall to the Office of the Superintendent of Public Instruction and less than eight percent felt the local districts and the Office of the Superintendent of Public Instruction should share the responsibility with the emphasis directed toward the Office of the Superintendent of Public Instruction. Less than nine percent of the respondents felt the educational service region should be independent to act as it sees appropriate. Local district oriented responses received support from seventy-eight percent of the respondents.

Figure 6

Responsibility

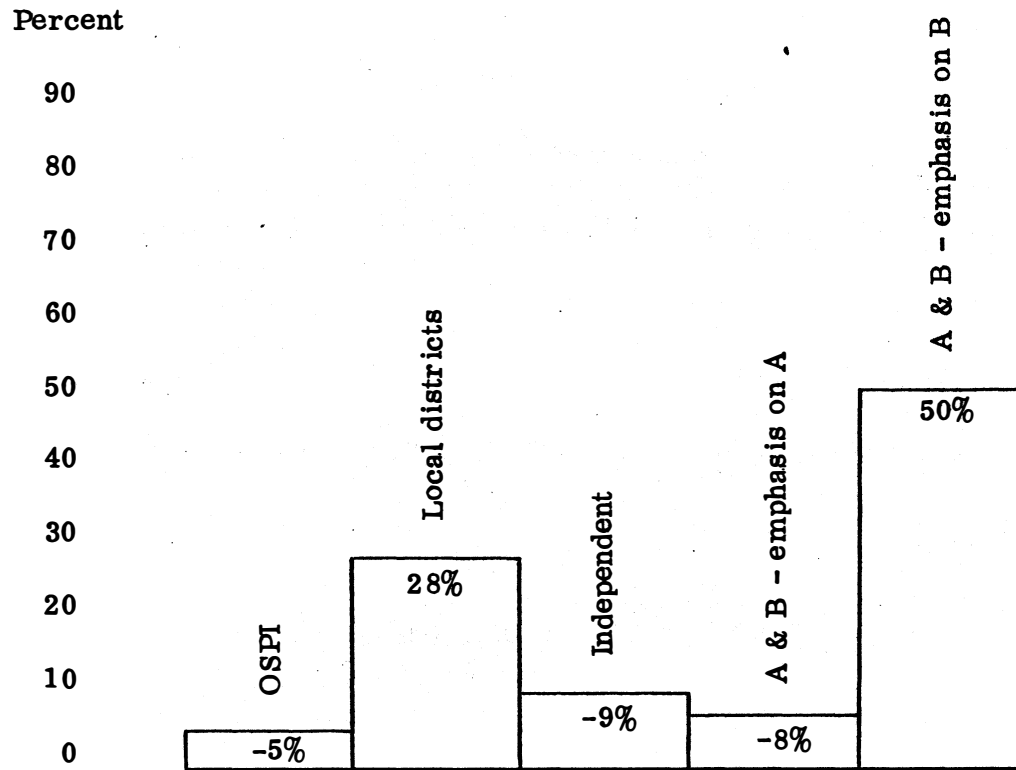
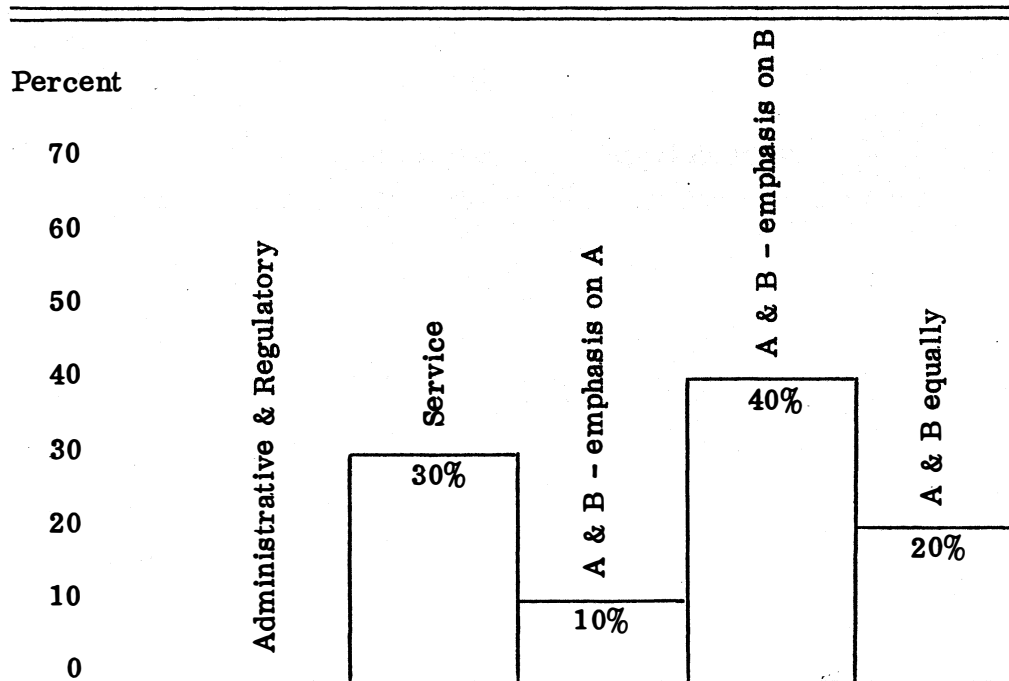


Figure 7 shows that respondents desire the educational service region to be concerned primarily with service functions. Thirty percent of the respondents felt the primary concern should be service functions and forty percent felt services and regulatory functions should be served with the emphasis toward the service function. Administrative and regulatory functions managed only ten percent of the respondents' support when combined with service as a minor role. Less than one percent of the respondents felt the primary function of the educational service region should be strictly administrative and regulatory. The equal emphasis of services and administrative and regulatory functions tabulated twenty percent of the responses.

Figure 7

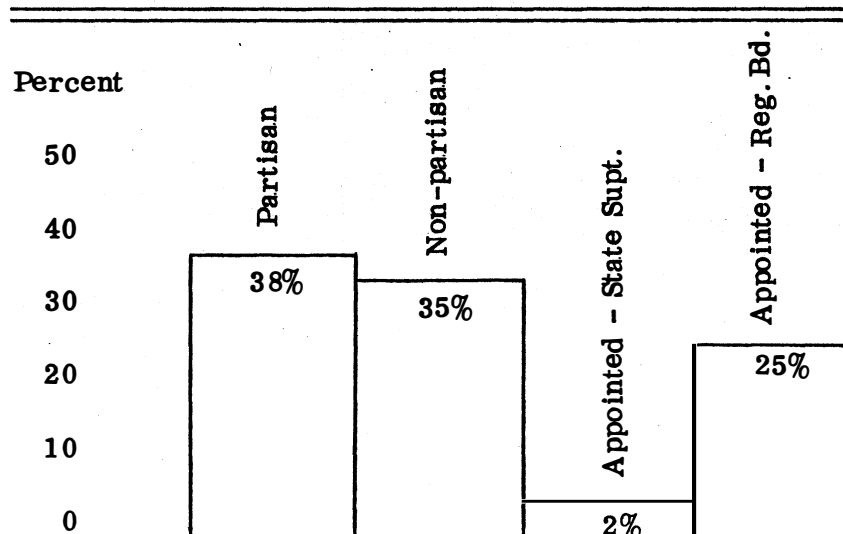
Primary functions and duties of the
educational service region



The third question dealt with the selection of the Regional Superintendent. There was little overall difference in two of the four categories, however the third response, "should be appointed by the Superintendent of Public Instruction," was considered inappropriate by a majority of the respondents. As figure 8 shows, less than two percent favored this method of selecting the Regional Superintendent. The first two responses were nearly equal as choices. The first, "should continue to be elected in a partisan election", received thirty-eight percent of the responses. The second response, "should be elected in a non partisan election", received support from thirty-five percent of the respondents. The appointment of the Regional Superintendent by a regional board was favored by twenty-five percent of all respondents. It may be concluded that a majority of the respondents favor some form of selection other than appointment by the Superintendent of Public Instruction.

Figure 8

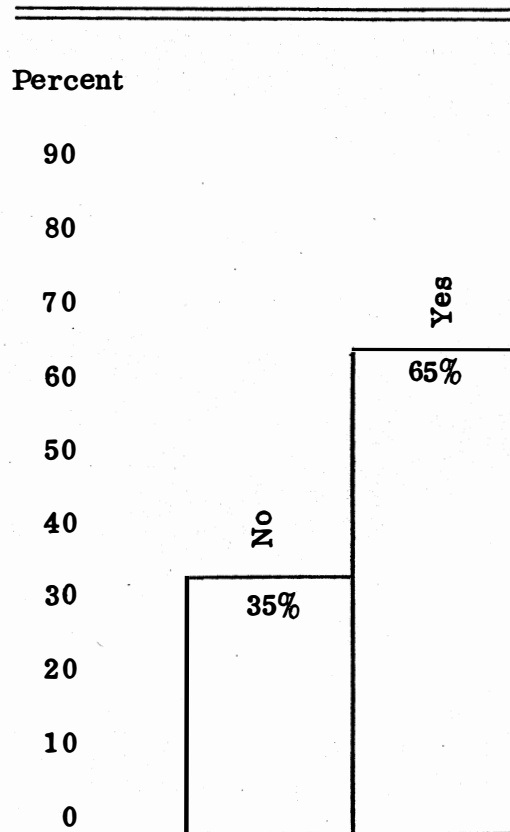
Selection of the Regional Superintendent



The fourth question dealt with the concept of a regional board. As figure 9 shows, the responses to the question, "should the educational service region be accountable to a regional board?", were clearly affirmative. The affirmative response was supported by sixty-five percent of the respondents.

Figure 9

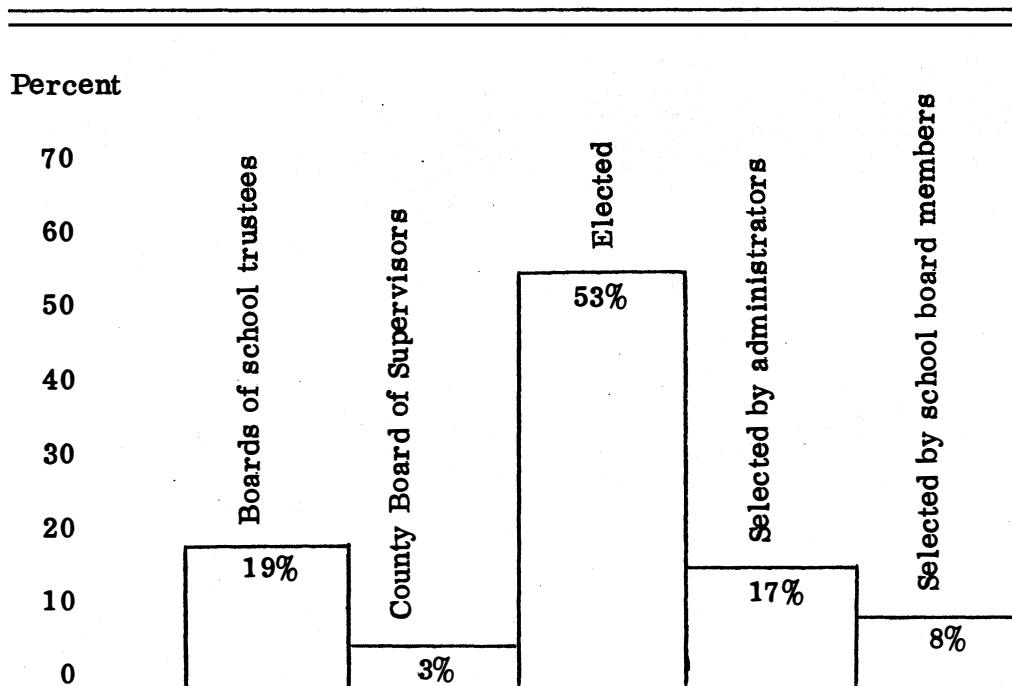
Should the Educational Service Region be Accountable to a Regional Board?



The respondents indicating a desire to have a regional board were asked to respond to question five, "how should such a board be selected?". As figure 10 shows, fifty-three percent of the respondents favored the third response, "elected in a manner similar to school boards". A board selected from present boards of school trustees was favored by nineteen percent of the respondents. A board made up of or selected by administrators in the region was favored by seventeen percent. Less than eight percent of the respondents favored selection by school board members and less than three percent of the respondents felt the board should be selected from the present County Boards of Supervisors.

Figure 10

Method for selecting a regional board



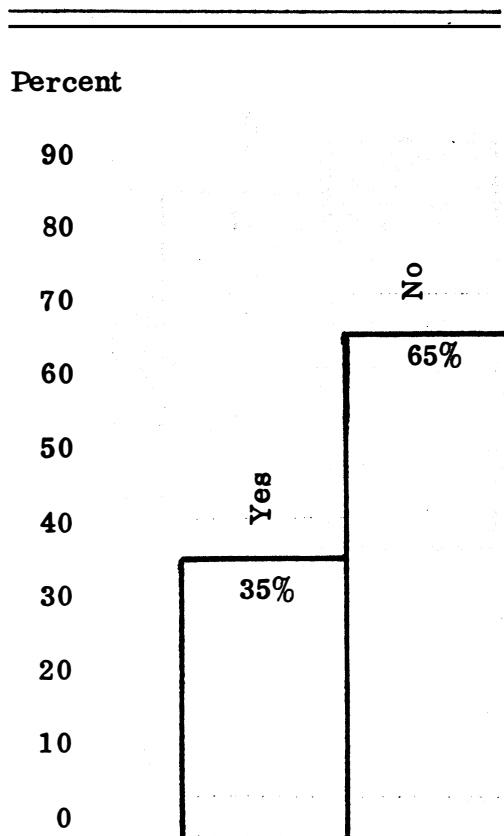
Finance

The third section of the questionnaire dealt with finance. The respondents were provided a list of eight questions to be answered "yes" or "no" regarding the present method of finance, future support and the effect finances have on the operation of the educational service region.

There was a general lack of knowledge regarding the present method of funding educational service regions. As figure 11 shows, the response to the question, "were you aware of the method of funding educational service regions?", was clearly negative. The negative response to this question was supported by sixty-five percent of the respondents.

Figure 11

Method of funding

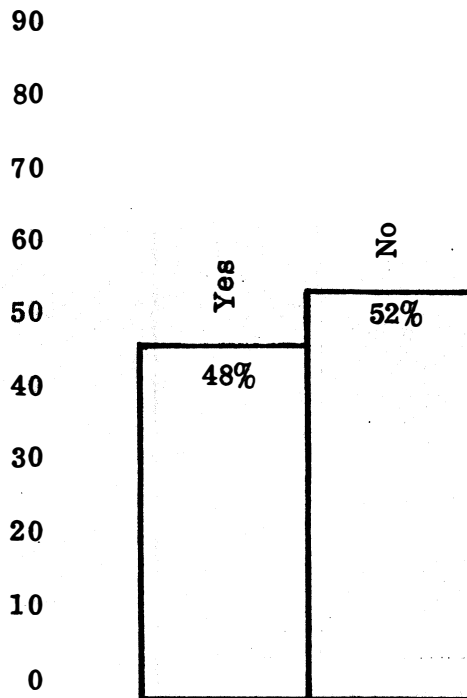


As figure 12 shows, the response to question two, "do you think the method of funding educational service regions limits their effectiveness?", was negative by only a small plurality. The negative response was supported by fifty-two percent of the respondents. Although the responses to question two fail to provide evidence of agreement, it may be concluded that the present method of funding is sufficient, as long as the present services remain the same.

Figure 12

Funding limits effectiveness

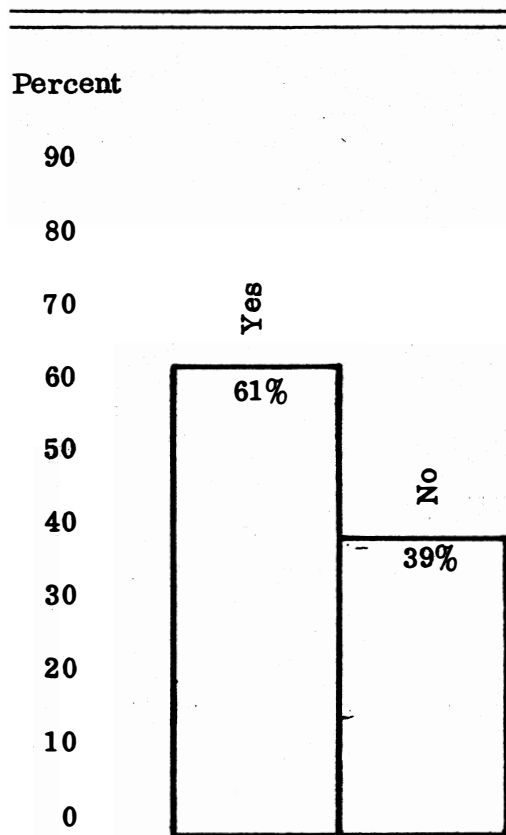
Percent



There was general agreement that the State should contribute additional funds to support the regional functions and services. As figure 13 shows, the response to the question, "should the State contribute a greater share of money to support the operation of the Educational Service Region?", was clearly "yes". The affirmative response was supported by sixty-one percent of the respondents.

Figure 13

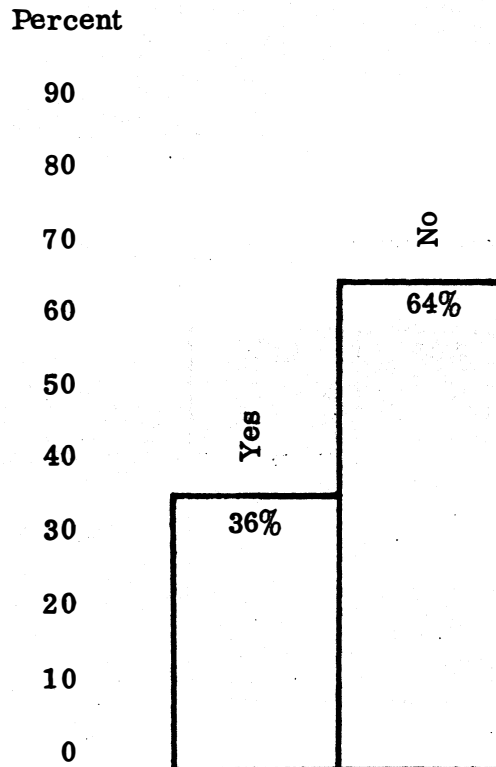
Additional funding by State



The respondents generally agreed that additional funds to support the educational service region should not come from the county treasury. As figure 14 shows, the response to the question, "should the County Board of Supervisors contribute a greater share of money to support the operation of the Educational Service Region?", was clearly negative. The negative response was supported by sixty-four percent of the respondents.

Figure 14

Additional funding by County



As figure 15 shows, the response to the question, "should the local districts be required to contribute to the support of the Educational Service Region in return for certain mandated programs?", does not provide evidence of agreement. The two responses to this question were supported by fifty per-cent of the respondents.

Figure 15

Support by mandating programs

Percent

90

80

70

60

50

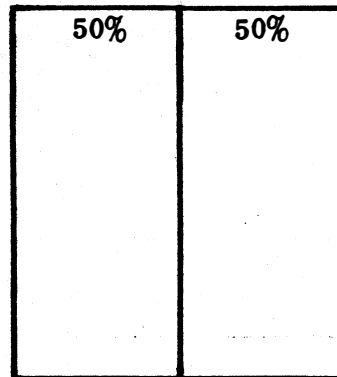
40

30

20

10

0



The mention of a local tax levy to support the educational service region met with substantial disfavor. As figure 16 shows, the response to question six, "should the Educational Service Region be allowed to levy a tax of not more than 2 cents per \$100 assessed valuation?", was clearly negative. The negative response was the choice of seventy-two percent of the respondents.

Figure 16

Support by local tax levy

Percent

90

80

70

60

50

40

30

20

10

0

Yes

28%

No

72%

There was a general lack of agreement regarding the educational service region being funded on a basis similar to the state aid formula. As figure 17 shows, the response to question seven, "should the Educational Service Region be funded on a basis similar to the state aid formula?", was evenly divided among the two responses.

Figure 17

Financed by state aid formula

Percent

90

80

70

60

50

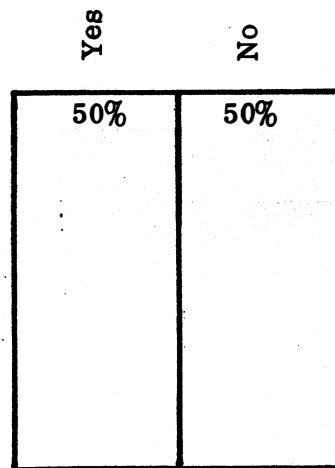
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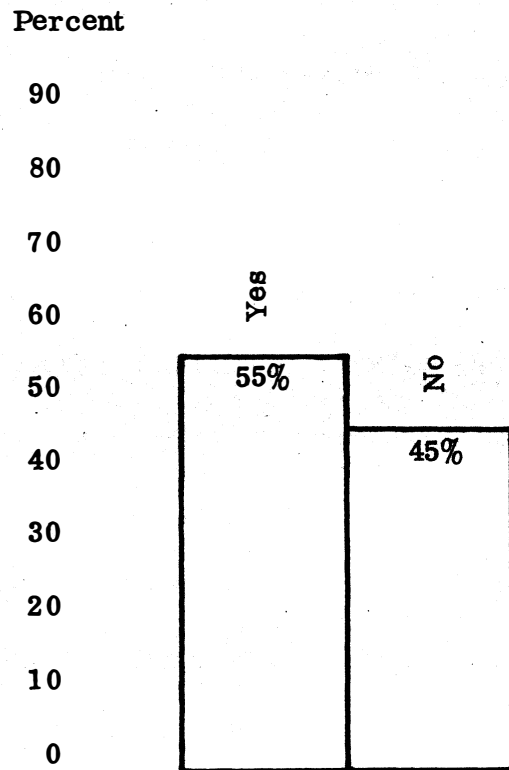
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The final question of this section on finance dealt with contracting for services. As figure 18 shows, the response to the question, "should local districts be encouraged to enter into contracts for services with Educational Service Region?", failed to provide conclusive evidence. The affirmative response was favored by fifty-five percent of the respondents. This small majority fails to provide an unequivocal conclusion.

Figure 18

Contracting for services



Services

The final section of the questionnaire dealt with activities and services. The respondents were asked to indicate on a five point scale whether they thought a particular activity or service was: (1) very important, critical or essential, (2) above average importance, (3) average importance, (4) below average importance and (5) unimportant, inappropriate or irrelevant.

The responses were categorized into five groups (see figure 19):

(1) Very important - any activity or service that received fifty percent or more responses in Column 1 was placed in this category. (2) Above average importance - any activity or service receiving sixty percent or more response in Columns 1 and 2 were placed in this category. (3) Average importance - any activity or service not meeting the specific conditions of categories 1, 2, 4 or 5 were placed in this group. (4) Below average importance - any item receiving sixty percent or more of the responses in Columns 4 and 5 were assigned to this category and (5) Highly negative - any activity or service receiving fifty percent or more of the responses in Column 5 were placed in this category.

The tabulators first selected those activities or services that satisfied the specific conditions of categories 1, 2, 4 and 5. After this initial tabulation was completed, all activities and services failing to fulfill the specific requirements were placed in category three (average importance).

Figure 19

Activities and services

 Highly important

Conveying and interpreting state educational agency
 directives, policies and recommendations
 Enforcing pupil attendance laws
 Advising the state educational agency concerning local
 problems, needs and desires
 Assist with teacher certification
 Advising school districts regarding school law

Above average importance

Receiving and apportioning state and federal funds
 Leadership in school district reorganization
 Assisting with school bus inspections
 Providing liaison between school districts and other
 governmental agencies
 Provide consultative and advisory services
 Assisting with in-service training
 Special consultative assistance for teachers
 Operate or coordinate programs for special education
 children
 Provide psychological services
 Serve as administrative agency for vocational and
 special education cooperatives
 Administer multi-media resource library
 Provide housing for multi-media center

Below average importance

Preparing local district payrolls
 Maintaining a substitute teacher pool
 Coordinating pupil transportation systems
 General supervision of instruction
 Administer a regional achievement testing program
 Provide outdoor education program
 Conduct basic research

Unimportant, inappropriate or irrelevant

None

Average importance

Responses failing to satisfy a specific category

Operating and administering a cooperative purchasing program

Preparing and disseminating publications

Assisting with teacher placement

Approve school buildings (Life Safety)

Assisting local districts with building programs

Provide consultative services for non-certified personnel

Act as a teacher placement bureau

Employment of outside subject matter and special area consultants

Coordinate insurance buying

Maintain an early childhood development center

Provide health services

Provide work-study programs

Provide data processing

Maintain materials, references and sample texts

Develop multi-media kits and materials

Deliver resources (films, kits, etc.) to local districts

Own video tape or other expensive equipment to loan to schools

Provide micro film service

Produce audio-visual instructional aids

Maintain audio-visual repair service

On-going evaluation of federal programs

Program analyses and evaluations at local district request

Census taking

Conclusion

There were some questions that failed to provide an unequivocal conclusion, but, nevertheless, a good concept of the educational service region, as seen by the certified personnel working in the DeWitt County schools, is now available.

The respondents to this questionnaire represented seventy-two percent of all certified personnel working under the supervision and control of the DeWitt County Educational Service Region.

The most significant aspects of the questionnaire are presented as follows for consideration and examination by the citizens committee appointed to consider the reorganization of the DeWitt County Educational Service Region:

1. The DeWitt County Educational Service Region should petition to consolidate with the McLean County Educational Service Region or the Piatt County-Douglas County Educational Service Region.
2. The DeWitt County Educational Service Region should not petition to consolidate on a multi-county format larger than the minimum population required by law.
3. The population within the region and the driving time from a central point should be considered during the reorganizational process and decision-making.
4. The student population within a region should not be the only factor considered in determining the size of an educational service region.
5. The educational service region should be primarily responsible to the local district.
6. The relationship of the educational service region and the Office of the Superintendent of Public Instruction should be secondary.

7. The primary function of the educational service region should be providing service to the local districts.
8. The elective process should remain as the method of selecting the superintendent of an educational service region.
9. A better working relationship between the educational service region and the local district should be encouraged.
10. The educational service region should be accountable to a regional board.
11. The State should provide additional funds to support additional services.
12. The educational service region should not be supported by an increase or an addition of local taxes.

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APPENDIX A

Questionnaire

DEWITT COUNTY
EDUCATIONAL SERVICE REGION
103 East Side Square
Clinton, Illinois 61727
217/935-2794

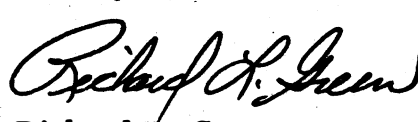
May 6, 1974

Dear DeWitt County Educator:

Article 3A of The School Code of Illinois, enacted into law in 1969, mandates the merger of educational service regions not meeting certain minimum population requirements. This change in the law signals the possibility of an expanded role for the educational service region with an emphasis on services. We are engaged in a project designed to study the role of the educational service region and make recommendations concerning the most efficient ways to implement this new role.

We are now nearing the end of our study and are preparing to write a report of conclusions and recommendations. We feel this report should reflect the views and opinions of the constituency of the educational service region, namely the certified personnel. You are in the best position to present these views and opinions, therefore we solicit your indulgence in taking the time to complete the following questionnaire. We hope you will answer the questions not so much in relation to the educational service region as it is now, but in the way it can be of most value to you and your district. In other words we are thinking more in "ideal" terms and less in the light of present activities. The following questions are intended to help determine how certified school personnel in DeWitt County feel the educational service region should be organized, how it should be governed, how it should be financed and what role it should play.

Thank you,


Richard L. Green
Superintendent

In order to categorize the returns from this questionnaire we need the following information:

Your position _____

Your school district:

- A. Clinton
- B. Farmer City-Mansfield
- C. Wapella

Your building assignment:

- A. Elementary
- B. Junior High
- C. High School
- D. Central Office

The following questionnaire is divided into four parts, Organization, Administration and Governance, Finance and Activities and Services. The first three parts can be answered by circling the answer that most nearly describes how you feel in regard to the questions asked. The directions for the fourth section precede that section. We would appreciate your returning this questionnaire to the office of your building principal.

ORGANIZATION

Except in the case of an educational service region that has been formed from the consolidation of 3 or more regions, after April 1, 1977, each region must contain at least 33,000 inhabitants. All population determinations shall be based on the 1970 federal census. According to the census figures of 1970, DeWitt County had a general population of 16,975 inhabitants. DeWitt County Educational Service Region must consolidate with a contiguous educational service region to meet the mandate of Article 3A.

1. The DeWitt County Educational Service Region should consolidate with:
 - A. Logan-Menard Educational Service Region
 - B. McLean County Educational Service Region
 - C. Macon County Educational Service Region
 - D. Piatt-Douglas Educational Service Region
2. Should the DeWitt County citizens committee seek to establish a region made-up of regions beyond the contiguous boundaries of DeWitt County (e.g., McLean-Woodford-Livingston-DeWitt or Macon-Logan-Menard-Piatt-DeWitt)?
 - A. YES
 - B. NO
3. The size of the region should be determined by:
 - A. Minimum number square miles of a geographic area
 - B. Driving time from a central point to the extreme edge of the region
 - C. Both A & B
 - D. Neither A or B
4. The size of the region should be determined by:
 - A. General population of the region
 - B. Student population of the region
 - C. Both A & B
 - D. Neither A or B
5. A region should have a minimum student population of 25,000 pupils?
 - A. YES
 - B. NO

Comments - Organization

ADMINISTRATION AND GOVERNANCE

1. Should the Educational Service Region be:
 - A. Responsible to the OSPI
 - B. Responsible to the local districts
 - C. Independent to act as it sees appropriate
 - D. Both A & B with emphasis on A
 - E. Both A & B with emphasis on B
2. Should the Educational Service Region be:
 - A. Concerned primarily with administrative and regulatory duties
 - B. Concerned primarily with performing service functions
 - C. Both A & B with emphasis on A
 - D. Both A & B with emphasis on B
 - E. Both A & B equally
3. The Superintendent of the Educational Service Region:
 - A. Should continue to be elected in a partisan election
 - B. Should be elected at non partisan election
(e. g. , school board election)
 - C. Should be appointed by Superintendent of Public Instruction
 - D. Should be appointed by a regionally selected board
4. Should Educational Service Regions be accountable to a regional board ?
 - A. YES
 - B. NO
5. If yes, how should such a board be selected ?
 - A. From present boards of school trustees
 - B. From present County Boards of Supervisors
 - C. Elected in a manner similar to school boards
 - D. Made up of or selected by administrators in the region
 - E. Selected by school board members

Comments - Administration & Governance

FINANCES

Educational Service Regions outside Cook County receive funds from the State to pay for the salary of the superintendent and the assistant. The County Board of Supervisors provide office space, secretarial help and pay some of the office expenses. Other funds are generated by issuing and registering teaching certificates and the administering of G. E. D. tests.

- | | | |
|--|-----|----|
| 1. Were you aware of the method of funding Educational Service Regions ? | YES | NO |
| 2. Do you think the method of funding Educational Service Regions limits their effectiveness ? | YES | NO |
| 3. Should the State contribute a greater share of money to support the operation of the Educational Service Region ? | YES | NO |
| 4. Should the County Board contribute a greater share of money to support the operation of the Educational Service Region ? | YES | NO |
| 5. Should the local districts be required to contribute to the support of the Educational Service Region in return for certain mandated services ? | YES | NO |
| 6. Should the Educational Service Region be allowed to levy a tax of not more than 2 cents per \$100 assessed valuation ? | YES | NO |
| 7. Should Educational Service Region be funded on a basis similar to the state aid formula ? | YES | NO |
| 8. Should local districts be encouraged to enter into contracts for services with Educational Service Regions ? | YES | NO |

Comments - Finance

ACTIVITIES AND SERVICES

The following is a partial listing of potential activities and services available from an Educational Service Region. After each statement there are five numbers. The numbers refer to how you view the appropriateness and importance of the activity. Would you please circle the number that most clearly indicates how you view the activity.

Key to Numbers:

1. Very important, Critical or Essential
2. Above average importance
3. Average importance
4. Below average importance
5. Unimportant, Inappropriate or Irrelevant

1. Receiving and apportioning state and federal funds	1	2	3	4	5
2. Census taking	1	2	3	4	5
3. Preparing local district payrolls	1	2	3	4	5
4. Conveying and interpreting state educational agency directives, policies and recommendations	1	2	3	4	5
5. Enforcing pupil attendance laws	1	2	3	4	5
6. Advising the state educational agency concerning local problems, needs and desires	1	2	3	4	5
7. Leadership in school district reorganization	1	2	3	4	5
8. Assisting with school bus inspections	1	2	3	4	5
9. Presiding over land transfers	1	2	3	4	5
10. Providing liaison between school districts and other governmental agencies	1	2	3	4	5
11. Preparing and disseminating publications	1	2	3	4	5
12. Operating and administering a cooperative purchasing program	1	2	3	4	5
13. Assist with teacher certification	1	2	3	4	5
14. Advising school districts regarding school law	1	2	3	4	5

ACTIVITIES AND SERVICES CONTINUED

15. Maintaining a substitute teacher pool	1	2	3	4	5
16. Assisting with teacher placement	1	2	3	4	5
17. Assisting local districts with building programs	1	2	3	4	5
18. Approve school buildings (Life Safety)	1	2	3	4	5
19. Coordinating pupil transportation systems	1	2	3	4	5
20. Provide consultative and advisory services	1	2	3	4	5
21. Provide consultative services for non-certified personnel	1	2	3	4	5
22. Assisting with in-service training	1	2	3	4	5
23. Act as a teacher placement bureau	1	2	3	4	5
24. General supervision of instruction	1	2	3	4	5
25. Employment of outside subject matter and special area consultants	1	2	3	4	5
26. Special consultative assistance for teachers	1	2	3	4	5
27. Administer a regional achievement testing program	1	2	3	4	5
28. Coordinate insurance buying	1	2	3	4	5
29. Serve as administrative agency for vocational and special education cooperatives	1	2	3	4	5
30. Maintain early childhood development centers	1	2	3	4	5
31. Operate or coordinate programs for special education children	1	2	3	4	5
32. Provide health services	1	2	3	4	5
33. Provide psychological services	1	2	3	4	5
34. Provide outdoor education programs	1	2	3	4	5
35. Provide work-study programs	1	2	3	4	5
36. Provide data processing (maintain in-house computer)	1	2	3	4	5
37. Administer multi-media resource library	1	2	3	4	5

ACTIVITIES AND SERVICES CONTINUED

38. Provide housing for multi-media center	1	2	3	4	5
39. Maintain an inventory of sample texts, references and materials	1	2	3	4	5
40. Develop multi-media kits and materials	1	2	3	4	5
41. Deliver resources (films, kits, etc.) to local districts	1	2	3	4	5
42. Own video tape or other expensive equipment to loan to schools	1	2	3	4	5
43. Provide micro film service	1	2	3	4	5
44. Produce audio-visual instructional aids	1	2	3	4	5
45. Maintain audio-visual repair service	1	2	3	4	5
46. Conduct basic research	1	2	3	4	5
47. On-going evaluation of federal programs	1	2	3	4	5
48. Program analyses and evaluations at local district request	1	2	3	4	5

APPENDIX B

Log of Activities

LOG OF ACTIVITIES

Review of the Literature

Representative samples of the literature dealing with the intermediate unit of school administration were considered. The limited textbook treatment of the subject, special reports, journal articles, materials provided by various operating intermediate units, and findings and conclusions from studies of the intermediate concept conducted by state departments of education, commissions, special committees, and other agencies and organizations were included in the "literature" classification.

Visitations

Personal observation by means of extended visitation was also utilized. Intermediate units in two states (Michigan and Texas) and Illinois were visited.

Oakland Intermediate School District
2100 Pontiac Lake Road
Pontiac, Michigan

Region VI Education Service Center
Huntsville, Texas

McLean County Educational Service Region
405 Livingston Building
Bloomington, Illinois

Logan County Educational Service Region
 Courthouse
 Lincoln, Illinois

Macon County Educational Service Region
 303 County Building
 Decatur, Illinois

Piatt County Educational Service Region
 Room 101, Courthouse
 Monticello, Illinois

Livingston County Educational Service Region
 Courthouse
 Pontiac, Illinois

Office of the Superintendent of Public Instruction
 School District Reorganization and Facilities Section
 Springfield, Illinois

Illinois Association of Educational Service Region Superintendents
 Region IV
 Champaign, Illinois

Consultants

The former staff of the Regional Educational Service Center at 119 North Mill Street, Pontiac, Illinois, and personnel from the School District Reorganization and Facilities Section of the Office of the Superintendent of Public Instruction served in consultative roles. Regional and local district administrators and personnel proved to be valuable resource people.

Citizens Advisory Committee

The citizens advisory committee, a five-member committee appointed by the DeWitt County Regional Superintendent for the purpose of considering the issue of consolidation, met on numerous occasions and played a significant

role in identifying and formulating the objectives of the project. Their strong desire for pertinent information and concern with making a credible decision provided the framework for the project.

County Administrators

The DeWitt County Administrators were extremely cooperative and helpful during the preparation and dissemination of the survey tool. Their interest and input proved valuable in our efforts to a document relevant to the needs of the DeWitt County Unit Schools.

Questionnaire

The questionnaire was taken personally to each administrative office and attendance center under the jurisdiction of the DeWitt County Educational Service Region. In each case the content and purpose of the questionnaire were explained and discussed with the certified personnel.

Lay Public

Although the project was not formally submitted to the local media and public, it did attract considerable attention. During this time we had the opportunity and occasion to discuss the merits of consolidation and field questions regarding our project with many citizens, interest groups and organizations. The local Boards of Education, Rotary Club, Kiwanis Club, Jaycees and Business and Professional Women's Club were informed of the undertakings of the Educational Service Region.

APPENDIX C

Evaluation of Field Study

by

Richard Leon Green

EVALUATION OF FIELD STUDY

In 1945, the Sixty-Fourth General Assembly passed House Bill No. 406, known as the County Survey Law. This was the beginning of systematic school district reorganization in Illinois.

The state Superintendent of Public Instruction was authorized to appoint a State Advisory Commission on School Reorganization. The law specified that the purpose of the Commission was "to advise with and assist the State Superintendent in formulating aims, goals, principles and procedures of public school reorganization in Illinois."

When the County Survey Law was enacted there were 11,995 school districts in Illinois. When school opened in the fall of 1973, there were 1,061 districts. This school reorganization has resulted in a changed role for the superintendent of the intermediate district.

As larger local districts were organized, there were those school people who believed that districts could offer all the services needed and that the intermediate office no longer served any useful purpose. Today, district personnel are finding that there are services which it is not feasible, or even possible, for the district to provide. Many new developments in school services cannot

be administered efficiently by a single district nor is it economically feasible for each district to purchase all the equipment and materials necessary for many up-to-date services.

As local districts changed, it has become imperative that the intermediate offices keep pace. As a result, there was legislation in 1969 which mandates the formation of educational service regions to replace the traditional county offices.

The establishment of multi-county educational service regions requires the cooperation of all who are interested in the educational opportunities offered to the young people. If the educational service region is to develop to its fullest potential, leadership must be exercised by school administrators at the state, regional, and local levels.

The establishment of a multi-county educational service center can be justified only if it results in providing an equitable educational opportunity for the school children of the area. To offer "equal" educational opportunities may not suffice because the needs and background of each individual child must be considered in determining the kind of program required. Each educational service region should have the potential to guarantee that a full range of educational services is available to each child in the state. As in 1945, so today, "the paramount consideration in all studies and deliberations should be what is best for children." This study will help to assure that all the children in the DeWitt County Educational Service Region, and children of the region or regions with which it consolidates, are guaranteed a full range of educational services.

Dr. William Emerson, Superintendent, Oakland School, Pontiac, Michigan, who is a leading authority on intermediate offices, has visited Illinois several times during the last fifteen years to explain the services rendered by his intermediate office, states, "that Article 3A provides a framework for Illinois to develop a system of educational service regions which could be the best in the Nation." This is our goal. This study is one step toward that goal.

APPENDIX D

Evaluation of Field Study

by

Richard Norbert Michel, Jr.

EVALUATION OF FIELD STUDY

The opportunity to conduct a project of this magnitude has satisfied many educational goals and objectives, as well as bringing forth personal satisfaction and insight.

This experience has provided an opportunity to review and assemble basic and pertinent information concerning the organization, administration, programs and services of intermediate units both inside and outside the state of Illinois. This undertaking served to answer the many questions and concerns held by the citizens committee appointed to consider the ramifications of regional consolidation. Their immediate desire to render a sound and workable decision instituted the basic framework of this study. The opportunity to work and interact with the five individuals comprising the committee provided a valuable leadership experience via the education of a lay committee unaware of the importance and necessity of their respective roles in the decision-making process.

In the course of administering the survey instrument of this project, I was confronted with a very interesting and revealing situation. Teachers working in the school districts of DeWitt County knew very little about their intermediate office. The teachers were not only unaware and uninformed about

the organizational changes taking place, but also lacked information about the present programs and services administered by the intermediate office. In order to rectify this error in human judgment, a concerted effort has taken place to expose the activities of the intermediate office to the constituency of DeWitt County. I learned a valuable lesson concerning the need for open and continual communication. This experience has taught me not to be presumptuous in my dealings with people.

This project has also afforded an opportunity to solicit the certified personnel working under the supervision and control of the DeWitt County Educational Service Region regarding their opinions on the subject of regional consolidation. Their input was strongly desired by the citizens committee as an essential part of the entire project. This input will continue to provide guidance and direction during the final stages of decision-making yet to come. This opportunity was welcomed by the county educators and served as a fundamental step in the overall decision-making process. As a solicitor of emotional information, I found that a stoic personality is helpful in placing criticism in proper perspective. In the final analysis, an objective viewpoint must be preserved at all times.

I found the experiences of this project to be personally rewarding and extremely beneficial. The many insights and exposures gleaned from this effort will be of value as new demands are placed before me. The opportunity to work with individuals from diverse backgrounds, professions and segments of the community was an interesting and important lesson in human nature.

The true evaluation of the field experience will be measured by the proficiency of my future endeavors.